

Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-12 ISO-00 AEC-05 CIAE-00 H-01 INR-05 IO-10

L-02 NSAE-00 OIC-02 OMB-01 PA-01 PM-03 PRS-01 SAJ-01

SAM-01 SP-02 SS-15 USIA-06 TRSE-00 RSC-01 NSC-05 /085 W

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R 071900Z NOV 74

FM USMISSION NATO

TO SECSTATE WASHDC 8649

SECDEF WASHDC

INFO AMEMBASSY BONN

AMEMBASSY LONDON

USDEL MBFR VIENNA

USCINCEUR

USNMR SHAPE

S E C R E T SECTION 1 OF 2 USNATO 6200

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: WG RESPONSES TO SPC QUESTIONS ON NON-INCREASE OF AIR
MANPOWER

REF: A) USNATO 6054; B) USNATO 6171; C) STATE 235457

1. WE TRANSMIT BELOW REVISED WG RESPONSES TO SPC QUESTIONS ON NON-
INCREASE OF AIR MANPOWER WHICH WG STAFF PREPARED ON BASIS NOVEMBER 5
WG MEETING. MISSION BELIEVES NEW DRAFT IS GENERALLY CONSISTENT WITH
REF C. GUIDANCE. UNLESS WASHINGTON INSTRUCTS US TO THE CONTRARY, WE
WILL SUPPORT PROMPT TRANSMITTAL OF THIS DRAFT TO THE SPC AT
NOVEMBER 12 WG MEETING.

2. COMMENTS ON DRAFT: QUESTION FOUR, PARA (C): FRG REP (DZIALAS)
PROPOSED INSERTING SENTENCE "AS FAR AS U.S. AND SOVIET FORCES ARE
CONCERNED, A TRANSFER OF ARMY TASKS TO AIR FORCES COULD BE REGARDED
AS A CIRCUMVENTION OF AN MBFR AGREEMENT FOR GROUND FORCES." FRG
REP SAID HE HAD NO ADDITIONAL GUIDANCE ON BONN'S THINKING REGARDING
SUCH A PROVISION AND AFTER DISCUSSION ACCEPTED MORE GENERAL
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OBSERVATION THAT "AN MBFR AGREEMENT FOR GROUND FORCES COULD BE
SO CONSTRUCTED THAT TRANSFER OF ARMY TASK TO AIR FORCES COULD INVOLVE
CIRCUMVENTION." BELGIAN REP (WILLOT) PROPOSED SECOND
SENTENCE IN THIS PARA.

3. BEGIN TEXT

QUESTION ONE

WOULD A NON-INCREASE AGREEMENT ON AIR
MANPOWER IN THE NGA MEAN THE ABANDONMENT OF ANY PLANNED NATO
INCREASES, IMPROVEMENTS OR RE-EQUIPMENT?

(A) ALL NATIONS CONCERNED, EXCEPT THE UK, HAVE STATED
THEY HAVE NO CURRENT PLANS WHICH WOULD BE IMPEDED BY A
NON-INCREASE AGREEMENT.

(B) THE UK STATED THAT THEIR AIR FORCE RE-EQUIPMENT
PLANS FORESEE AN INCREASE OF ABOUT 600 AIR FORCE PERSONNEL IN
THE NGA TO MAN ADDITIONAL AIRCRAFT AND AD SYSTEMS, WHICH ARE
PROPOSED FOR INTRODUCTION INTO THE NGA WITHIN THE NEXT FEW
YEARS (SUBJECT TO THE UK DEFENCE REVIEW). WHETHER SUCH AN
INCREASE CAN BE ABSORBED, IN THE CONTEXT OF AN AGGREGATED AIR
MANPOWER CEILING, WITHIN THE FIGURE AGREED FOR DAY TO DAY
FLUCTUATIONS IN STRENGTH WHICH SHOULD FORM PART OF ANY NON-INCREASE
AGREEMENT, WILL DEPEND UPON THE SIZE OF THE ALLOWANCE MADE FOR
SUCH FLUCTUATIONS.

(C) THE INTRODUCTION OF NEW AND SOPHISTICATED AIRCRAFT
INTO EUROPE AS PART OF NATIONAL RE-EQUIPMENT PLANS COULD REQUIRE
LARGER NUMBERS OF PERSONNEL TO SUPPORT EACH AIRCRAFT THAN IS
THE CASE FOR PRESENT TYPES. ALTHOUGH STUDIES ALREADY COMPLETED
SUGGEST THAT THIS WILL NOT BE THE CASE FOR ALL PLANNED
RE-EQUIPMENTS, IT IS A CONSIDERATION WHICH SHOULD BE BORNE IN
MIND IN THE LONGER TERM.

(D) THE WORKINGGROUP FIND THAT:

(I) A NON-INCREASE PROVISION WILL NOT IMPEDE ANY
CURRENTLY PLANNED INCREASE OF IMPROVEMENTS IN THE NGA PROVIDED THAT:

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(A) AN ALLOWANCE IS MADE FOR FLUCTUATIONS IN THE
AGGREGATE TOTAL OF AIR MANPOWER ACCEPTED AT THE TIME OF THE
AGREEMENT; AND

(B) THE NON-INCREASE IS FORMULATED AND APPLIED TO
AGGREGATE AIR MANPOWER OR TO AGGREGATE AIR/GROUND MANPOWER, AND NOT
TO INDIVIDUAL NATIONAL AIR MANPOWER TOTALS.

(II) THERE WILL ALSO BE A REQUIREMENT FOR CLOSE
CO-OPERATION AND CO-ORDINATION BETWEEN THE NATO NATIONS CONCERNED
IN DEVELOPING FUTURE PROPOSAL FOR AIRCRAFT IMPROVEMENTS AND
RE-EQUIPMENT WITHIN THE NGA.

QUESTION TWO

- WHAT EXCEPTIONS WOULD BE REQUIRED FOR
TRAINING, EXERCISES AND ROTATIONS?

(A) ALLIED NEGOTIATORS, FOLLOWING THE GUIDANCE IN C-M(74)8(2ND REVISE), HAVE ALREADY MADE THE POINT, IN RESPECT OF GROUND FORCES, THAT EXCEPTIONS TO FORCE LEVELS WILL BE REQUIRED FOR SUCH PURPOSES AS EXERCISES AND ROTATIONS. IT IS NOTED THAT, FOLLOWING THE SAME PRINCIPLE THE US PAPER OF 18 OCTOBER (US NATO/POL/OUT/NS/74-132 PARA 9) STATES "ANY PROVISION THAT LIMITS AIR MANPOWER TO PRESENT LEVELS SHOULD PERMIT EXISTING PRACTICES WITH RESPECT TO EXERCISES AND REPLACEMENTS FOR NATO".

(B) AS THE NON-INCREASE, TO WHICH THE QUESTION RELATES, WOULD NOT, PER SE, AFFECT THE LEVELS OF AIR MANPOWER OR OF AIR FORCES IN THE NGA, AS CURRENTLY FORESEEN, THE WORKING GROUP TAKE THE VIEW THAT THE US POINT ABOVE IS VALID IN THAT EXISTING PRACTICES WITH RESPECT TO TRAINING, EXERCISES AND ROTATIONS FOR AIR FORCE IN THE NGA SHOULD BE RESPECTED.

(C) IT SHOULD BE PRACTICABLE TO OBTAIN FROM THE NATIONS CONCERNED (CA, UK, US) A STATEMENT OF THEIR CURRENT REQUIREMENTS TO INTRODUCE AIR FORCES INTO THE AREA FOR ROTATION AND EXERCISE PURPOSES, WITH AN ESTIMATE IN EACH CASE OF THE NUMBERS OF MEN SO INTRODUCED. IT SHOULD ALSO BE PRACTICABLE TO OBTAIN FROM THE INDIGENOUS NATIONS (BE, LUX, FRG, NL), STATEMENTS OF THE NUMBERS OF AIR FORCE PERSONNEL WHO ARE PERIODICALLY ADDED TO THE MEAN
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AVERAGE OF THE PEACETIME STANDING FORCE FOR EXERCISES AND FOR ROTATION, E.G. AT PEAK DRAFT PERIODS. HAVING OBTAINED THESE FIGURES IT WILL BE NECESSARY TO ADD A SMALL MARGIN TO ALLOW FOR INTER-REGIONAL NATO EXERCISES.

(D) SIMILAR FREEDOM WOULD HAVE TO BE ACCORDED TO THE WP. HOWEVER, IT IS MORE IMPORTANT THAT NATO'S REQUIREMENTS IN THIS REGARD BE MET THAN THAT ANY INHIBITION BE IMPOSED ON NORMAL WP AIR EXERCISES AND ROTATION REQUIREMENTS. THE KNOWN WARSAW PACT EXERCISES AND ROTATIONS ACTIVITY WILL HOWEVER BE TAKEN INTO ACCOUNT IN THE LATER DETAILED CONSIDERATION OF THE NUMBERS OF MEN INVOLVED.

(E) THE WORKING GROUP FIND THAT:

(I) THE PRINCIPLE OF ALLOWING FOR EXCEPTIONS TO
FORCE LEVELS SHOULD BE ESTABLISHED, AS IT WAS FOR GROUND FORCES.

(II) THE DETAIL AND DEFINITION CAN BE LEFT TO A
LATER STAGE.

(F) THE WORKING GROUP INTENDS TO REQUEST SEPARATELY THAT MEMBERS PROVIDE THE RELEVANT DETAILS (PARAGRAPH 6(C)) SO THAT

THE WORKING GROUP CAN CONTINUE ITS STUDY OF THIS ISSUE IN MORE
DETAIL.

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SAM-01 SP-02 SS-15 USIA-06 TRSE-00 RSC-01 NSC-05 /085 W

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R 071900Z NOV 74

FM USMISSION NATO

TO SECSTATE WASHDC 8650

SECDEF WASHDC

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QUESTION THREE

- ARE THERE CIRCUMSTANCES IN WHICH THE
ALLIES MIGHT WISH TO INCREASE THEIR AIR FORCES IN CENTRAL EUROPE
WITHOUT JEOPARDISING AN MBFR AGREEMENT?

(A) THE NORTH ATLANTIC COUNCIL HAS INCLUDED, IN ITS
GUIDANCE ON THE ALLIANCE APPROACH TO NEGOTIATIONS ON MBFR, THE
FOLLOWING: "MBFR MEASURES SHOULD NOT BE OF SUCH SCOPE AND
MAGNITUDE AS TO DIMINISH THE ABILITY OF THE ALLIES TO TAKE
THE NECESSARY MILITARY STEPS TO FULFIL CURRENTLY AGREED NATO
STRATEGY: FORWARD DEFENCE, FLEXIBLE RESPONSE AND NUCLEAR
DETERRENCE"(FOOTNOTE 1: PARA 5 C-M(73)83(FINAL)).

(B) IN THAT CONTEXT, THE WORKING GROUP HAS VERIFIED
THAT A NON-INCREASE COMMITMENT NEED NOT IMPEDE ANY NATIONAL
PLANS FOR AIR FORCE IMPROVEMENTS IN THE NGA: AND THAT
EXCEPTIONS TO AN AGREED CEILING FOR AIR MANPOWER WOULD BE
NECESSARY TO ENABLE THE ALLIES TO AUGMENT TEMPORARILY TO
COVER ROUTINE EXERCISES AND ROTATIONS.

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(C) IN A CRISIS OR EMERGENCY SITUATION THE ALLIES
MIGHT WISH TO INCREASE THEIR AIR FORCES IN THE NGA TO A TOTAL

EXCEEDING THE NON-INCREASE PROVISION OF ANY MBFR AGREEMENT THEN IN FORCE. FOR EXAMPLE, PRESENT PLANS PROVIDE FOR SACEUR, IN A PERIOD OF TENSION, TO CALL FOR AIR REINFORCEMENTS FROM NATIONS OUTSIDE THE NGA.

(D) THUS, THE WORKING GROUP AGREE THAT FROM A MILITARY VIEWPOINT WHILE CONTINGENCIES MIGHT ARISE WHICH WOULD CALL FOR AN INCREASE OF AIR MANPOWER WITHIN THE NGA, THE WORKING GROUP DO NOT FORESEE CIRCUMSTANCES IN WHICH THE ALLIES MIGHT WISH TO MEET SUCH CONTINGENCIES EXCEPT IN THOSE WHICH, OF THEMSELVES, COULD ALREADY HAVE CALLED AN MBFR AGREEMENT INTO QUESTION.

(E) THE WORKING GROUP ARE ALSO OF THE OPINION THAT UNFORESEEN CIRCUMSTANCES COULD OCCUR, NOT NECESSARILY CONNECTED WITH WARSAW PACT ACTIONS, WHICH CALLED FOR AN INCREASE IN AIR MANPOWER WITHIN THE NGA. THEY BELIEVE THAT IF SO A POLITICAL DECISION WOULD BE NECESSARY AS TO WHETHER SUCH AN INCREASE COULD BE PERMITTED WITH THE INHERENT RISK THAT AN MBFR AGREEMENT MIGHT THEREBY BE JEOPARDISED.

QUESTION FOUR

- WOULD A CEILING ON AIR MANPOWER
IN THE NGA CONSTRAIN CERTAIN FORCE RESTRUCTURING POSSIBILITIES?

(A) IF THE CEILING WERE APPLIED, NOT SPECIFICALLY TO AIR MANPOWER BUT RATHER TO AN AGGREGATE OF GROUND/AIR MANPOWER, THERE WOULD BE NO SUCH CONSTRAINT.

(B) IF, HOWEVER, THE CEILING WERE FORMULATED AND APPLIED SPECIFICALLY TO AIR MANPOWER. THERE COULD BE CONSTRAINT ON RESTRUCTURING POSSIBILITIES INVOLVING TRANSFER OF ARMY TASKS TO AIR FORCES. THE IMPLICATIONS WOULD DEPEND VERY LARGELY ON THE SCALE OF THE POSSIBLE RESTRUCTURING, RELATED TO THE AGGREGATE OF THE NATO AIR MANPOWER IN THE NGA. CLEARLY, A MAJOR RESTRUCTURING
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INVOLVING A SIGNIFICANT INCREASE IN AIR FORCE AGGREGATE MANPOWER COULD BE INTERPRETED AS A BREACH OF AN AGREEMENT. ON THE OTHER HAND, A RESTRUCTURING WHICH INVOLVED AN INCREASE IN AIR FORCE MANPOWER FALLING WITHIN THE NORMAL DAY TO DAY FLUCTUATION OF STRENGTH FIGURES WOULD NOT BE SIGNIFICANT AND NEED NOT BE CONSTRAINED

(C) AN MBFR AGREEMENT FOR GROUND FORCES COULD BE SO CONSTRUCTED THAT TRANSFER OF ARMY TASKS TO AIR FORCES COULD INVOLVE CIRCUMVENTION. IT WOULD HOWEVER BE POSSIBLE TO GUARD AGAINST INHIBITION OF NATIONAL RESTRUCTURING (E.G. TRANSFER OF A HAWK UNIT FROM ARMY TO AIR FORCE) BY THE UNDERSTANDING THAT UNITS SO TRANSFERRED WOULD CONTINUE TO BE REGARDED, FOR THE PURPOSES OF THE IMPLEMENTATION OF THE AGREEMENT, AS EITHER AIR OR GROUND FORCES AS THEY WERE AT THE TIME OF THE AGREEMENT.

(D) OVERALL ALLIANCE AGGREGATE AIR MANNING LEVELS WOULD NOT HAVE TO BE INCREASED IN ORDER TO INSTITUTE EXISTING AIR RATIONALISATION/SPECIALISATION PLANS NOR SUCH PROPOSALS AS THOSE NOW UNDER CONSIDERATION UNDER THE AUSPICES OF THE DEFENCE PLANNING COMMITTEE AND THE DEFENCE REVIEW COMMITTEE.

(E) IN THE WIDER SENSE OF RESTRUCTURING WHICH COULD MEAN ALTERING THE BALANCE, STRUCTURE AND ROLES BETWEEN THE FORCES OF A NATION, A SPECIFIC CEILING ON AGGREGATE AIR MANPOWER COULD CONSTRAIN SUCH RESTRUCTURING IF CHANGES BY ONE ALLY COULD NOT BE ACCOMMODATED IN ALLIED AGGREGATES. THIS WOULD OF COURSE BE EQUALLY TRUE OF A CEILING ON GROUND FORCES ONLY.

QUESTION FIVE

- WHAT, IF ANY, ARE THE IMPLICATIONS ON THE FLANKS OF A NON-INCREASE COMMITMENT ON AIR MANPOWER IN THE NGA?

(A) A NON-INCREASE COMMITMENT ON AIR MANPOWER WHICH WOULD LIMIT ALLIANCE AND WP MANPOWER BETWEEN PHASES, NEED NOT, PER SE, AFFECT THE PLANNED FORCE LEVELS FOR AIR FORCES OF EITHER SIDE IN THE NGA.

(B) IF WOULD NOT, AND SHOULD NOT, AFFECT THE USE OF THE AIRCRAFT OR AIR MANPOWER DEPLOYED OUTSIDE THE NGA, NOR PLANS FOR THEIR
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IMPROVEMENT OR EXPANSION, FOR EITHER SIDE. FOR NATO, IT WOULD NOT INHIBIT AND SHOULD NOT BE PERMITTED TO AFFECT THE USE OF AIRCRAFT, WHETHER WITHIN THE NGA OR OUTSIDE, IN SUPPORT OF NATIONS IN THE NORTHERN AND SOUTHERN REGIONS. SIMILAR PROVISIONS WOULD NEED TO APPLY RECIPROCALLY TO THE WARSAW PACT.

(C) IF COULD BE ENVISAGED THAT, IF AN AIR MANPOWER NON-INCREASE IS SUGGESTED IN NEGOTIATIONS, THIS COULD PROVIDE THE EAST WITH AN OPENING TO SEEK TO BROADEN THE DISCUSSION OF THE FORCES WHICH SHOULD BE ADDRESSED FOR REDUCTIONS. THE WP IS, IN ANY CASE, PRESSING FOR THE INCLUSION OF AIR MANPOWER.

(D) THE WORKING GROUP CONSEQUENTLY DO NOT BELIEVE THAT THE EXTENSION OF THE NON-INCREASE ON GROUND MANPOWER TO AIR MANPOWER BETWEEN PHASES WILL ADVERSELY AFFECT THE SECURITY OF THE FLANK STATES. ONLY FORCES WITHIN THE NGA WOULD BE COVERED. IT WOULD NOT AFFECT AIR MANPOWER IN FLANK STATES NOR WOULD IT INHIBIT NATO'S ABILITY TO REINFORCE THE FLANKS IN EMERGENCIES.

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Message Attributes

Automatic Decaptioning: X
Capture Date: 11 JUN 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 07 NOV 1974
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: golinofr
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1974ATO06200
Document Source: ADS
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: 11652 GDS
Errors: n/a
Film Number: n/a
From: NATO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1974/newtext/t19741185/abbryyis.tel
Line Count: 324
Locator: TEXT ON-LINE
Office: n/a
Original Classification: SECRET
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators:
Previous Classification: SECRET
Previous Handling Restrictions: n/a
Reference: A) USNATO 6054; B) USNATO 6171; C) STATE 235457
Review Action: RELEASED, APPROVED
Review Authority: golinofr
Review Comment: n/a
Review Content Flags:
Review Date: 27 MAR 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <27 MAR 2002 by kelleyw0>; APPROVED <23 MAY 2002 by golinofr>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: MBFR: WG RESPONSES TO SPC QUESTIONS ON NON-INCREASE OF AIR MANPOWER
TAGS: PARM, NATO
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Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005